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FIRST COUNTRY COOPERATION FRAMEWORK FOR MALI (1998-2002)

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INTRODUCTION

1. The first country cooperation framework for Mali, which covers the period 1998-2002, is the result of a process of extensive, in-depth consultations between the Government, the United Nations Development Programme (UNDP), civil society, the private sector and Mali's primary development partners. This process, which was initiated with the mid-term review of the fifth country programme (October 1995), was continued at various sectoral round-table meeting (on northern Mali in 1995 and on population and development and the private sector in 1996). Furthermore, the preparation of the country strategy note for United Nations assistance to Mali (adopted by the Council of Ministers in June 1997), the various mid-term or annual evaluations and reviews of these programmes and of the UNDP/Government pre-programming exercise (February-March 1997) and the preparation of the governance and decentralization note (submitted on 11-12 July at the regional governance forum in Addis Ababa), have provided opportunities for in-depth discussions between all parties concerned.

2. The preparation of the advisory note by UNDP and its submission to the Government at a meeting of an expanded local project review committee (August 1997) were particularly important stages in the process of developing the country cooperation framework (1998-2002). The national authorities, other development partners and civil society were all able to make observations and to comment on the advisory note. It became clear that the major priority areas proposed by UNDP were in full harmony with the concerns of the Government, which has made the elimination of poverty and good governance the priorities of the country's medium- and long-term development policy.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

A. Situation and socio-economic trends

3. Mali is one of the least developed countries with a per capita gross national product (GNP) estimated at CFAF 159,585 (approximately US$ 280) in 1996. The human development index indicators reveal a difficult socio-economic situation: life expectancy at birth, 58.5 years; health coverage (a minimum package) is available within a 15-km radius of clinics for an estimated 40 per cent of the population; gross enrolment rate of 42.3 per cent in the school year 1995/1996; and a literacy rate, in 1996, of 32 per cent.[1]

4. Mali is essentially a rural country; its population was estimated, in 1996, at 9.2 million inhabitants, nearly 80 per cent of whom depend on agriculture; the latter is heavily influenced by climatic conditions and accounts for 42 per cent of the gross domestic product (GDP).

5. In order to meet the development challenge, Mali has been engaged for several years (specifically since 1982 when it implemented the first structural adjustment programme) in a macroeconomic reform process designed inter alia to:

- Re-establish internal and external equilibrium;

- Improve public finances; and

- Promote growth through the private sector.

6. These reforms, together with the implementation of well-targeted sectoral policies, the restoration of peace in northern Mali in 1995 and the democratization process which has been under way since 1991, have helped to correct the macroeconomic imbalances and to establish conditions conducive to sustained growth (the rate was 2.4 per cent in 1994, 7 per cent in 1995 and 4.3 per cent in 1996).

7. UNDP and its development partners should take advantage of this new context, which is conducive to sustainable economic growth, long-term improvement in the standard of living of the population and poverty alleviation, to build upon the satisfactory but as yet fragile results already achieved.

B. Strategies and policies for sustainable human development

8. The comprehensive and sectoral policies and strategies currently being implemented or under preparation by the Government are part of a well-thought-out overall effort to promote sustainable human development and, ultimately, eliminate poverty. Thus, through its plans and programmes, the Government is undertaking activities aimed at:

(a) Improving the population's well-being by alleviating poverty and promoting sustainable human development (SHD);

(b) Increasing the rate of economic growth by taking advantage of macroeconomic and structural reforms;

(c) Continuing and expanding the democratization process;

(d) Improving natural resource management and protecting the environment;

(e) Developing and promoting human resources in general; and

(f) Promoting the integration of women and, in particular, of young people.

9. In order to achieve the objectives established within this framework, the Malian Government plans to mobilize support from its development partners and, in particular, from the United Nations system, in the following areas of concentration:

- Good governance and democracy;

- Development of the social sectors and fields (education, health, population and employment);

- Development of the productive sectors (including agriculture, mining, handicrafts and industry);

- Development of basic infrastructures (transport and communication, energy, habitat);

- Strengthening of institutional capacities for economic management (planning, finance and macroeconomic management; administration, public service and justice; national, regional and local capacities).

II. RESULTS AND LESSONS OF PAST COOPERATION

10. During the fifth programming cycle (1992-1997), UNDP assistance focused on two priority areas: (a) alleviating poverty and meeting basic needs, and (b) improving development management. The first of those areas included programmes and projects in the sub-areas of grass-roots development, the integration of women into development, aspects of agriculture, exploitation of the water resources potential of drainage basins, environmental management and promotion of the social sectors (health and basic education). With regard to improved economic management, action has been taken to strengthen national capacities in order to achieve "enlightened guidance" of the economy, decentralization, greater openness, regional integration and vigorous promotion of the private sector.

11. The mid-term programme review organized in October 1995 confirmed that the Programmes' objectives were in line with the major economic and social development strategies defined by the highest authorities of the Third Republic. During this review, it was noted with satisfaction that substantial results had been achieved, particularly with regard to environmental renovation and the preservation of biodiversity; strengthened governmental capacities; surveys of water resource potential and water control; integration of women into development; and vigorous promotion of the private sector. Furthermore, the programme's flexibility and adaptability and the introduction of both the programme approach and national execution have been greatly appreciated.

12. Despite encouraging progress, there have been certain limitations on the fifth programme as a result of budgetary constraints (a 30 per cent reduction in the indicative planning figure (IPF) with a resulting decrease in funding from an initially allocated US$ 60.4 million to US$ 42.5 million). There have also been problems in the execution of the newly adopted programme approach and national execution. Implementation of the measures recommended in the recent study on national execution and consideration of ways to further promote the programme approach should do much to remove the major obstacles to improved project efficiency.

13. The results of, and lessons learned from, the fifth programme make it possible to base future programming on the need to continue refocusing UNDP activities on the central issues of sustainable human development and poverty alleviation.

III. PROPOSED STRATEGY AND THEMATIC AREAS

Overall strategy

14. The main challenge facing the national authorities is how to achieve sustainable human development; to do so it is necessary, first, to eliminate poverty. Achieving sustainable development calls for strengthening peace and security, democracy and the rule of law and implementing development and decentralization policies designed to guarantee the well-being of the population. Sustainable human development should also fit into the new context of economic integration and globalization.

15. In light of the national priorities defined in November 1997 in the Government's general policy statement, the comparative advantages of UNDP in Mali, and the experience acquired during the fifth programme, the Government plans, in the coming years, to implement a comprehensive cooperation strategy that focuses, upstream, on strengthening policies (formulation of integrated strategies and plans of action, development of mechanisms for effective intersectoral coordination, mobilization and management of appropriate resources, capacity-building at the national and grass-roots levels, advocacy and awareness-raising campaigns) and, downstream, on reflecting such policies in the short term through actions targeted at vulnerable groups and promoting measures to improve the living conditions of the population at the grass-roots level.

16. The new programme should also provide an opportunity to support the Government's efforts by focusing special attention on the integration of women into development with a view to strengthening economic and institutional capacities, and by ensuring the promotion of a gender-differentiated approach both to problem analysis and to the adoption of policies and strategies. It should also be reflected in greater involvement of civil society and the private sector in the programming and implementation of actions.

17. Moreover, under the proposed programme, UNDP will continue to act as facilitator and adviser in respect of aid coordination and resource mobilization. This UNDP support will take the form of actions aimed, on the one hand, at strengthening the Government's capacities in terms of strategic planning and the planning and coordinated management of official development assistance and, on the other hand, at strengthening the resident coordinator system with a view to achieving greater coordination and complementarity among donors, including the organizations of the United Nations system.

18. UNDP will also facilitate the inclusion in national development policies of the recommendations of United Nations world conferences, as well as the follow-up to conventions concerning the areas of concentration outlined below. It will also ensure that its actions fit in with the United Nations System-wide Special Initiative on Africa.

Thematic areas

19. On the basis of the overall strategy selected, UNDP action should be based on the following two priority areas: poverty elimination and good governance. The initiatives to be launched as part of the programme should be flexible enough to be able to incorporate during their implementation innovative elements or promising and catalytic activities while remaining focused on the main goals of poverty elimination and good governance.

A. Poverty elimination

20. UNDP support will be incorporated into the national poverty elimination strategy and plan of action to be drawn up following the upcoming donor round-table meeting scheduled to be held in Geneva in 1998.

21. With that goal in mind, UNDP should continue to provide macroeconomic assistance to the Government in formulating that strategy by providing support to the sustainable human development/poverty reduction institutional structures or mechanisms (especially the sustainable human development/poverty reduction observatory established in 1997), and to the formulation and implementation of development programmes designed to strengthen grassroots capacities for income generation and expansion of production capacity, improve social indices on sustainable human development, protect the environment and promote the use of natural resources.

22. The provision of support to the institutional structures and mechanisms of sustainable human development and poverty reduction will provide the Government with the instruments and tools needed to plan, coordinate and evaluate poverty eradication initiatives or actions, inter alia, by preparing annual national reports on human development, working to end poverty and exclusion, and identifying, mobilizing and developing the "social capital" and sustainable human development indices.

23. With respect to specific activities at the mesoeconomic and microeconomic levels, UNDP should help to strengthen income-generation and production capacities at the grassroots level by focusing on micro-financing and on support to grassroots communities in their daily struggle to alleviate poverty and improve their living conditions. Such actions should be carried out in collaboration with other partners, and should fit in with the regional approach initiated by the United Nations Capital Development Fund (UNCDF), the West African Development Bank and Women's World Banking (WWB).

24. UNDP support for the improvement of social indices will be in keeping with both the ten-year education programme and the ten-year social and health development programme which are now under preparation. Moreover, UNDP should continue to provide assistance under the national AIDS control programme, the Expanded Programme on Immunization, the national guinea worm eradication programme and the national social welfare and solidarity programme.

25. As far as the environment is concerned, UNDP support will focus on: (i) enhancing Mali's capacity to fulfil its commitments under Agenda 21 and

related international conventions; (ii) helping the country to finalize the national environmental plan of action; (iii) building up national capacities, especially local decentralized capacities, in the area of management of the environment and natural resources, especially through development plans and the ecodevelopment approach launched by UNCDF; (iv) promoting micro projects and local integrated environmental activities; (v) developing new activities with respect to the cleaning up of urban and peri-urban areas, new and renewable sources of energy and small-scale mining. UNDP support should also include the formulation and implementation of concerted regional and sub-regional initiatives on the management of natural resources and the environment, especially in the area of climate change, desertification control and water resources and catchment area management.

26. UNDP support for the integration of women into development should be multisectoral. It should be basically geared towards strengthening economic and institutional capacities with a view to eradicating poverty and enhancing the status of women. Direct support to women and rural and urban women's groups will include training/information, social mobilization and income-generation activities and the promotion of women entrepreneurs.

B. Good governance/democracy and post-conflict management

27. Good governance and post-conflict management now constitute priority areas of the Government's action to strengthen the ongoing democratic process. UNDP is particularly well equipped to support the Government's efforts in these areas by coordinating initiatives proposed by other donors within the context of the implementation of the decentralization process and the consolidation of social peace and security in the north of Mali.

28. The good governance goals pursued by the Government call, on the one hand, for strengthening institutional development management capacities inter alia by modernizing the administration, decentralizing decision-making and improving policy analysis, formulation, implementation and monitoring/evaluation and, on the other hand, by consolidating the rule of law.

29. UNDP cooperation in that regard could take the form of support for: the formulation and implementation of the plan of action for the institutional development programme currently under preparation; a basic programme for enhanced development management; the decentralization programme presented in July 1997 in Addis Ababa during the forum on governance in Africa; and the conclusions and recommendations of the forthcoming round-table meeting on decentralization, governance and administrative modernization and the forthcoming forum on justice.

30. With regard to the promotion of the private sector, UNDP should support the Government, which is planning to pursue and promote the development of the private sector by inter alia establishing a flexible legal and regulatory framework with inbuilt incentives, further developing ties between the private sector and the State, strengthening the initiatives and institutions responsible for providing support for and supervising the private sector, establishing

support infrastructure and improving policies designed to promote the creation and development of small- and medium-sized enterprises and industries.

31. UNDP should also continue its ongoing initiatives in collaboration with other development partners with respect to economic management (support for the national long-term perspective study and for the establishment of the model programme for enhanced short- and medium-term development management) and the support programme for the master plan for rural development (PAMOS).

32. Special attention should also be paid to the non-governmental organizations and civil society support programme which is under preparation, and to participation in the regional programme for the strengthening of civil society and non-governmental organizations in order to provide non-governmental organizations and civil society with the long-term capacity to contribute efficiently to the development and promotion of good governance.

33. Moreover, in view of the expertise gained and the positive results already achieved, UNDP should pursue its actions aimed at consolidating the newly restored social peace, especially in the north of the country, with a view to implementing a policy of genuine national reconciliation based on universal commitment to peace shared by all elements of society. Its support should be geared towards promoting the reintegration of former combatants, refugees and displaced persons into society and the economy, promoting the well-being of and a sustainable lifestyle for people living in the arid and disadvantaged areas, preventing the proliferation of light weapons and enhancing the "social capital" in order to foster conflict prevention and peace-building.

IV. MANAGEMENT ARRANGEMENTS

Execution and implementation

34. Pursuant to the recommendations contained in General Assembly resolutions 44/211 and 50/120, the programme approach should preferably be based on (i) the country strategy note; (ii) the national sustainable human development/poverty alleviation strategy; (iii) national sectoral programmes which either exist or are being elaborated; and (iv) the programmes of agencies and other partners with a view to creating a better synergy. To this end, UNDP must help strengthen the Government's technical and administrative capacity by organizing training courses in order to ensure that the steps of identification, follow-up and assessment are mastered.

35. Pursuant to the recommendations contained in General Assembly resolution 47/199 and decision 92/22 of the Executive Board of UNDP, and with regard to the conclusive results achieved during the fifth country programme, the national execution modality should continue and be strengthened. UNDP support could take the form of implementation of the recommendations accepted by the Government following consideration of the report of the evaluation mission dealing with experience gained from national execution in Mali, in particular by assisting national structures to fully understand the new arrangements drawn up by UNDP. This support will also contribute to the establishment of a central structure for the management of national execution, the strengthening of national

capacities through targeted training courses and the drafting of a simplified procedures manual.

36. Moreover, particular attention should be paid to the use of other mechanisms including technical cooperation among developing countries (TCDC), transfer of knowledge through expatriate nationals (TOKTEN), and recourse to United Nations Volunteers (UNV). Unofficial bodies such as non-governmental organizations and the private sector will also be invited to execute projects.

Coordination

37. Bearing in mind the importance of coordinated aid, UNDP should continue to assist the Government in the implementation of the recommendations contained in the review of aid to Mali initiated by the Organisation for Economic Cooperation and Development (OECD) and the National Technical Cooperation Assistance Programme (NATCAP) exercise. It should also contribute to strengthening this coordination through, inter alia, (i) the joint elaboration of programmes, including sectoral investment programmes (SIP) such as those already planned for health, water and education, and also the sectoral investment programme contemplated for governance in conjunction with the Joint Consultative Group on Policy (JCGP) and the World Bank; (ii) the elaboration in 1998 of the United Nations Development Assistance Framework (UNDAF); and (iii) the revival of the thematic groups of the United Nations bodies and the joint implementation of the recommendations of the major United Nations conferences.

Monitoring, follow-up and evaluation

38. The initial cooperation framework for the period from 1998 to 2002 will give rise, to the extent possible, to an annual review and a mid-term evaluation of the impact of the sustainable human development programmes and the lessons learned from their implementation. To this end, UNDP will ensure the elaboration of a strategy to strengthen follow-up and monitoring mechanisms in line with the quality requirements of the programme.

Resource mobilization

39. To ensure the implementation of the programme, an ambitious resource mobilization strategy must be pursued at the level of the various funds and additional financing mechanisms administered by UNDP on the basis of rolling financial planning. The mobilization strategy will focus in particular on the resources of UNDP regional and global programmes, those of the Global Environment Facility (GEF), the "green funds" of UNDP (Capacity 21 funds, the Sustainable Agriculture Networking and Extension Programme (SANE), the United Nations Initiative for Sustainable Energy (UNISE), etc.), and UNDP-administered funds (the United Nations Capital Development Fund (UNCDF), the United Nations Development Fund for Women (UNIFEM), etc.).

40. The elaboration of quality programmes that strengthen sustainable human development, allied to an enlarged absorptive capacity, should improve access to

the resources that are needed for programme implementation. Moreover, the strategy will aim to mobilize external resources through cost-sharing with Mali's other development partners.

41. The strategy adopted makes provision for an advance in the amount of $16.883 million from programmable core resources with effect from 1998. On the basis of past performance and absorptive capacity, the resources available in the form of support costs and cost-sharing amount to $1.135 million and $12.1 million respectively. Resource mobilization places priority on funds administered by UNDP and trust funds, whose anticipated input should amount to $35.15 million, and GEF, whose input is expected to reach $1 million. In conformity with the resource mobilization strategy, the initial amount to be raised will be $65,133; parallel funding estimated at $6 million should be added to that total.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR MALI (1998-2002)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over		
TRAC 1.1.1		Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3		
SPPD/STS		
Subtotal	[a]	
NON-CORE FUNDS		
Government cost-sharing		
Sustainable development funds		
GEF		
Third-party cost-sharing		
Funds, trust funds and other UNCDF UNV Governance Trust Fund		
Subtotal		
GRAND TOTAL	[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; UNV = United Nations Volunteers.